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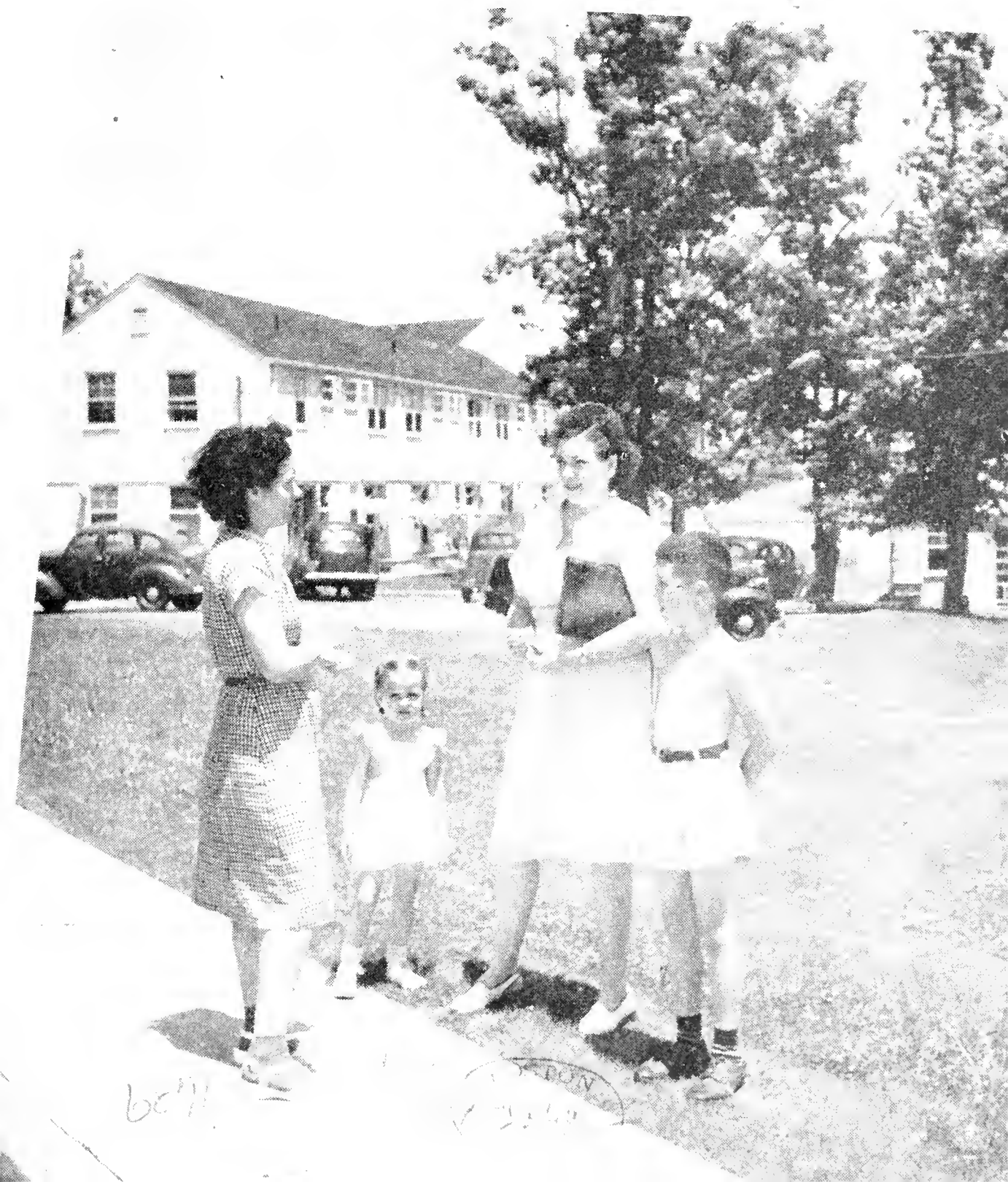
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MOTHERS FOR A DAY

the care of children in families other than their own



MOTHERS FOR A DAY

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C O N T E N T S

the care of children in families other than their own

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FEDERAL SECURITY AGENCY
SOCIAL SECURITY ADMINISTRATION
U. S. CHILDREN'S BUREAU

MOTHERS FOR A DAY

FAMILY day care was used sporadically throughout the country in the years before the war as one of the ways communities provided daytime care for children who needed it. At the beginning of the war under the great pressure to provide care for their children while they worked, mothers quickly turned to the use of families—sometimes to the homes of neighbors or relatives, sometimes to homes advertised in the newspapers. This was true especially in the early part of the war period when few group care facilities were available.

Relatively few communities, however, set up systematic programs of family day care—and those which did get underway were set up hastily, in many instances before competent staff could be obtained. Unfortunately, Federal Lanham Act funds available for group care could not be used for family day care services.

Family day care like any form of care for children is as good or as poor as the quality and scope of its program and the capability of its staff. Family day care, however, had the additional handicap that as a program it was not widely established before the war and, therefore, many communities were developing the service for the first time—often without a pattern.

FAMILY DAY CARE—A COMMUNITY SERVICE

Family day care is only one of several ways in which the care of children during the day can be met. Because community services to children must include care for children of different age groups and with different family situations and needs, a variety of types of care must be planned. Home-maker services may be used for the child in his own home; group care such as the day nursery, the nursery school, and extended-school programs for children who can

benefit from group living; family day care for the very young child and for those children for whom this type of care is most suitable. Counseling service is also needed to help parents make the best use of all of the services offered. A community program for day-care services, therefore, should include provision for many different types of services in order to meet a wide range of individual needs.

Changing social conditions as well as a growing understanding of methods of care have affected both the extent and the type of day care. Mothers frequently are forced to use day-care facilities because other community services are inadequate or lacking. Lack of housing contributes in many places to the need for day-care services. For example, during the war period in some communities, large numbers of mothers who preferred to remain at home and care for their children requested day care because only by becoming workers could they secure housing for their families. Present-day living for many families means such crowding that there is no place for young children to have normal play opportunities in their homes and community recreation facilities are often lacking. Many mothers faced with economic need are unable to secure sufficient financial assistance to provide the necessities of living, and, therefore, seek employment and the use of day-care facilities for their children. Day-care services cannot compensate for lack of financial assistance and service to families, insufficient housing, and other adverse community conditions.

Wartime experience with day-care services also emphasize the need for mothers to have opportunity for advice and guidance in child care and child development. One of the factors inducing many mothers to secure employment and make use of day-care services was a feeling of frustration and insecurity in dealing with the problems presented by their children—aggravated as they often were by absence of the father and the strains and difficulties of wartime living. In the great majority of instances the mothers' earnings were essential to family support, but often financial need was not the motive for employment.

Much has been learned from wartime experience. Poor programs through their disastrous effects on children furnished tragic evidence of the need for planning programs of family day care under the leadership and supervision of experienced workers. Very valuable contributions were made by a small number of communities and agencies which did pioneering work in setting up such programs and have added much to our understanding of the factors essential to success.

The Children's Bureau has had many requests for assistance from communities and agencies that are developing or wish to develop a family day-care program. This pamphlet is an attempt

to bring together some of the experiences and practices of agencies providing family day-care services in the hope that it may be of help to those developing programs and may stimulate others to contribute to this relatively new field of child care.

BEGINNINGS OF FAMILY DAY CARE

The first program of family day care was organized in Philadelphia in December 1927 by the First Day Nursery (the oldest existing day nursery in the United States).¹ For a long time the staff of the First Day Nursery had been troubled because group care did not meet the needs of all children and their mothers. This was reflected in lowered attendance at the day nursery, a high rate of turnover, and excessive overhead expenses.

Early in 1927 a survey made by the Philadelphia Association of Day Nurseries had shown that care in a day nursery did not meet the requirements of many of the mothers due to "inflexibility of hours, quarantine problems, and exclusion of children suffering from minor illness." Working mothers were using the homes of nearby relatives or friends instead of available day nurseries.

Mrs. J. Berthold Strauss, who wrote the report of the survey, recommended a plan—a program of care for children in families other than their own—which seemed most natural and acceptable in view of the frequency with which mothers made individual arrangements for the care of their children in the homes of others during the hours when they were employed. The results of this survey, together with their own unsolved problems and a genuine desire to meet the needs of children, led the staff of the First Day Nursery to develop the first family day-care program. It was decided to discontinue the nursery school in West Philadelphia and give the plan suggested by Mrs. Strauss a thorough trial. The first children were placed in day-care homes in December 1927.

The standards and practices which were developed by the first family day-care program laid the foundation for all subsequent family day-care services in the United States. Early reports of this program show that this first family day-care agency required that the person in charge of the program should be a case worker, trained and experienced in family and children's work. Her assistants, the report declared, should be trained case workers, "the number to be determined by the ability and experience of the workers, the number of families and the type of work to be done." Here we have a clear statement of the need for trained workers in

¹ Foster Day Care as Presented by the First and Sunnyside Day Nursery. By Luna E. Kenney. Published by the Philadelphia Association of Day Nurseries. 1933. 40 pp.

a family day-care program—a need which has not been met adequately in many present-day family day-care programs.

In this first family day-care program every child was required to have a detailed physical examination by agency physicians before admission to the program and a semiannual examination thereafter. Whenever the mother, the foster mother, or the social worker who was in constant touch with the situation felt that a physician was needed, the agency physician was called.

The health program was described as follows: “The health program after admission is largely the same as in any home with intelligent parents. The mother and foster mother watch the child closely, and in event of a rash, temperature, or any of the minor afflictions of childhood, the child is kept away from the other children (if any) in the foster home. The social worker is notified, and she keeps in touch with the situation, arranging for medical or surgical care when needed.”

The foster mother was considered as an “official representative

Family day care makes it possible for this girl to maintain her own individual pattern of family living—the same kind of life she has had in her own home.



of the organization.” She was selected for her “normal qualities” such as intelligence, patience, resourcefulness, her interest and desire to learn new and better methods of child care, and her “fund of common sense, experience, and acceptable standards of living.”

The case worker was considered “the purveyor of methods of child care and training to the mother and foster mother.” As a rule the worker visited the foster home within a few days after the child was placed and at least twice a month thereafter.

The frequency of the case worker’s visits to the home was “dependent upon a host of factors, such as the type of problem the child presents, the length of time he has been in the foster home, the required interpretation of the mother to the foster mother, and vice versa, the interpretation of the child’s needs to both, the emergencies which arise, and so forth. In general, however, every child is contacted twice a month and usually much more frequently. In the early days of placement in a foster home, the social worker visits frequently until the adjustment of the child to the home seems to be happily achieved.”

The most significant development in this early program of family day care was the planning of the service around the needs of the child and his family. The First Day Nursery considered it to be its responsibility to provide good care for the children of working mothers. It did not question the mother’s own judgment as to whether or not she should work.

The idea of a family day-care service slowly spread from Philadelphia to other cities such as New York, Chicago, and Boston. There were, however, no great gains in the number of such programs until the Second World War.

THE SECOND WORLD WAR: GAINS AND LOSSES

Unfortunately, with the pressure for child care during the Second World War, together with the fact that family day care had not been previously a part of the community’s program for children in most areas where the need was greatest, many of the basic gains of the early family day-care programs had to be won again through the slow process of trial and error with the children paying the cost.

In communities where there was a lack of adequate day-care facilities or where the services were not known to mothers, the use of “independent placements” or placement of children by parents in families not under agency auspices, increased. The reasons for this included several factors. In some communities where family

day care was being developed for the first time, there was lack of familiarity with established standards. Under war pressures agencies developed the practice of giving the mother a list of licensed homes from which she made her own selection. The agency assumed no further responsibility for the care of the child. The only supervision was given by the mother confronted with the difficult task of carrying the responsibility of her home and a full-time job.

This failure of agencies to assume responsibility was due partly to lack of time and staff. It was frequently justified by agencies on the basis of such traditional attitudes as the belief that if a parent was economically independent, he did not need the help of a social agency in arranging and supervising care of his child apart from the mother. Economic independence was considered synonymous with competence in supervising family day care. The value of independent action was placed above the value of shared responsibility. Consequently, many agencies did not develop a family day-care program, but merely assisted parents in making independent placements. As was to be expected, many of these placements resulted in unsatisfactory care and even tragic experiences for both the child and the parent.

Early planning at the beginning of the war was directed toward the provisions of services that were focused on the needs of children together with a comprehensive program for their care. Unfortunately financial support for such a program could not be obtained.

The Community Facilities Act (the Lanham Act) made funds available to the Federal Works Agency for the purpose of the construction and maintenance of community facilities, and a part of these funds was set aside for day-care facilities. Group-care centers were the only form of day care sponsored through the use of these funds. No Federal funds were available for the development of family day care. The very fact that this type of individual care was not sponsored created the impression that it was not essential and increased the difficulty of getting acceptance and financial support from local communities.

In addition family day care was new to many communities and to many agencies. Both had much to learn as to what was involved. There was confusion between new and old patterns of organization and methods—all factors which resulted in family day-care programs varying widely from community to community.

In some instances, family day care was thought to be entirely different from full-time foster home care and few if any of the same principles were applied in giving the service. In these communities, little consideration was given to problems of separation of the child from his parents or of preparation of the child for his

new way of living. Agency responsibility for the child was not assumed.

In other instances, agencies perpetuated the practices in full-time foster care, a service in which the agency took major responsibility. Sufficient consideration was not given to the basic differences between day-time care and full-time care. Little or no consideration was given to the role of the agency in a service that involved shared responsibility with parents.

In the past, case-work services had been made available largely to people suffering from economic, social, or personal breakdown. Many lay people and even many social workers considered that those who sought the help of social agencies were "different" from others in that they were not able to handle their own problems. Because in this instance the parent was "capable of managing his own affairs" there was a feeling that no service from the agency was needed, and the parent was simply given a list of approved homes. However, the very fact that children were being separated from parents, that children were being called upon to adjust to two ways of life, created problems that parents were not able to handle alone, problems in which they needed the skilled guidance of a competent person. There was also a growing recognition that service must go along with a facility for the care of children provided by the agency.

The extent to which family day-care programs operated in communities during the war period is not known. Information collected by the Office of Community War Services and the Children's Bureau when combined shows that in May 1944, there were approximately 90 community programs of family day care in operation.

Of these 90 communities, few had made more than a desultory experiment with it and many of their programs were inadequate and incomplete. Relatively few programs were entitled to be called family day-care programs in the sense used in this pamphlet, a service involving a continued sharing of responsibility between the parent, the day-care mother, and the agency. In some instances, even though some phases of the day-care program were weak or even nonexistent, other phases were particularly good. For example, an agency may have done an excellent job in the recruitment of day-care homes but failed to share responsibility with the real mother or the family day-care mother after the child was in the home.

However, even though well-rounded family day-care programs were rare, the experience gained from them was rich. War pressures brought into sharp relief both the strengths of good programs and the weaknesses of poor or limited programs. It seems

particularly worthwhile at this time to glean from the experience with family day-care programs, the values and principles that might be used as a guide in any future planning for the needs of children who must be cared for outside their own homes during the day.

STRENGTHS OF FAMILY DAY-CARE PROGRAM

What are the strengths of a family day-care program?

Family day-care programs provide a form of care which can be readily adapted to the needs of the individual child. Children receiving this type of care range in age from infancy to early adolescence. Young children, especially those under 2 or 3 years of age, usually predominate, because of their special need for individual attention. Family day care has been used for school-age children to only a limited extent and more experimentation is needed to show its advantages or disadvantages for them.

Records of agencies show that the majority of homes care for not more than two children. In the case of a baby under 2, more often than not he is the only child cared for by the family. In many States no more than 2 children under 2 years of age are permitted in a home by State regulation, nor more than a total of 6 children including the family's own children. This relatively small number of children in the home has helped to make individual care possible.

Particularly for the older child, family day care may be planned as an appropriate type of care to be used in coordination with other community resources. For the child from 10 to 14 the day-care home acts as a "base" to supplement the real home. The child goes to the day-care home for his lunch and his snack after school. The day-care mother assumes the responsibility for knowing where he is and she and the child plan activities for the time actually spent in the home. She is also an interested adult in whom he can confide and who gives him the immediate satisfaction he needs.

Occasionally day-care mothers show anxiety over their responsibility for the child when he is not with them, such as what might happen to him while in swimming. Occasionally, too, the older child does not feel that he needs the guidance of the day-care mother—although the latter is true chiefly when the child has not participated in the plan for the care and when the placement has not been carefully thought through with him and the day-care mother. As limited as the experience has been, however, it points to the potentialities of family day care as a form of care giving both freedom and guidance for the older child, when it is initially planned

with the full participation of the child and others who are part of the situation.

Family day care has been used in sparsely settled areas or in areas where group care is not available. This was particularly true at the beginning of the war before group care was developed and it has been used again to pick up the scattered needs as group-care centers were closed. This type of care is also used for children with physical, mental, or personality handicaps which make adjustment to group care difficult and who require special attention or care, for example, special diets, or special guidance in relation to habit training.

Family day care enables the child to maintain his own individual pattern of family living—the same kind of life that he has had in his own home. He continues to be a member of a family and often even of the neighborhood in which he lives.

This maintenance of the child's own individual pattern of family living is particularly important in the case of very young children. They depend for their security upon a consistent relationship of affection. It is possible under the family day-care program for the day-care mother to carry on the gamut of small acts through which the mother meets the child's needs and expresses her affection for him. The day-care mother perpetuates the daily experiences for the child and thus reduces the handicaps of separation from the mother.

The third outstanding characteristic of family day care is its flexibility both in scope and hours. Programs can range from those using a few homes in an area where the need or the demand is not great to those using many homes in areas where the need is great. In Kansas City, only 10 homes were in use in June 1945, while in San Diego several hundred homes were in use during the same period.

Family day care is a service which can be quickly expanded as the volume of need increases or decreases. Since the main problem is that of obtaining staff with enough experience to plan and handle the program, it can be set up more quickly than a day-care center. Although the problem of obtaining competent staff during the war period was difficult, family day care did not have the additional complicating problems of the location and construction of buildings and of obtaining equipment and maintenance services.

The service is also flexible in relation to the changing needs of the mother and child. Although the day-care home is usually selected in the neighborhood where the mother lives, it may be and often is "at the car line" or some point of special convenience. The hours and days the child is in a family day-care home are the hours

and days the mother works. Even the hours of care, generally agreed upon and followed, are adjusted to emergencies or special arrangements are planned in advance. A change in working hours can be adjusted with little difficulty. When it is necessary the slightly ill child can be cared for by the day-care mother. Special diets are also possible.

CHOOSING THE HOME

It is through the day-care home that the agency provides for day-to-day care of the child. In a very real sense the day-care home becomes an extension of the agency ; the day-care mother a member of its staff.

Recruitment

Day-care homes have been easier to obtain than those for full-time care. During the war a desire to contribute to the war effort was a basic factor in securing homes. Often certain parents, although willing to care for a child during the day, would not consider caring for one full time. Sometimes they lacked space or they did not have an extra room. Often the mother wished to have her evenings free for her husband and her own family. Caring for a child during the day also appealed to many women who were interested in and capable with children but who had no deep-seated need to take a child "for their own."

Methods of recruitment of day-care homes are similar to those used in obtaining full-time homes. During the war when the pressure for care was great, agencies developed extensive campaigns designed to recruit homes.

Newspaper publicity was used and appeals were made by mail. Many responses were received to such campaigns, often ranging from several hundred to a thousand in a given community.

Their effect was to secure a list of homes for immediate use. But the process of interviewing large numbers of persons was expensive of time. Often, too, sufficient staff was not available to do a good job. As a result many persons were kept on a waiting list for long periods and many withdrew in disappointment at the delay. Often the agency did not need or at least could not use im-



These children are intent on their task—helping their family day-care mother prepare the cookies that are to be the dessert at lunch time.

mediately the homes that were offered. Regular and consistent recruitment in the long run proved more satisfactory.

When programs are fairly well developed, agencies find that the most satisfactory method of recruiting homes is (1) through constant interpretation of the program in newspapers, and (2) through the cooperation of the day-care mothers themselves. Day-care mothers often refer persons who can “do the job.” One agency greatly increased its supply of homes by asking each day-care mother to interest one other person in offering her services.

A greater supply of day-care homes, in proportion to the demand, is needed than is true of full-time foster care. This is true because often the day-care home must be in the neighborhood where the mother lives. Then, too, when a mother terminates use of a home, it may not be possible because of its location to use this same home for another child. Also the very fact that day care is based primarily on the mother’s need for employment or on temporary situations occurring in the family, makes the turnover in the use of

homes greater. One agency reports that it is necessary to have 200 day-care homes available for every 100 homes in use, or a ratio of 2 to 1.

Study and evaluation

The study, evaluation, and development of homes for family day care is one of the most important functions of the program. Upon the accuracy of its evaluation depends the usefulness of the home in giving opportunities for the growth and happiness of the children placed in it.

The primary purpose of this evaluation is to determine whether the family day-care mother understands children and is capable of giving them security, affection, and opportunities for development. She must be selected with just as much care and must be able to perform her function with just as much skill as a member of the agency staff, even though her function always remains that of substituting for a mother's care.

The worker is chosen primarily because of her professional training and her experience with children; the day-care mother primarily for the kind of person that she is. She must have the ability to relate herself to people, the qualities of personality which are important in understanding and caring for children, a sincere desire coupled with the ability to help children and a capacity to grow with new experiences.

The case worker's main tool in determining whether or not the mother has potentialities for the day-care program is the interview. In this, the major discussion is around the day-care mother's desire to care for a child, the agency's purpose in securing homes, and how the mother, the day-care mother, and the agency will work together. The reactions of the day-care mother are observed closely to answer such questions in the mind of the worker as the following: Why does the mother want the day-time care of a child? Is she a warm person? Can she express tenderness and affection? Is she sensitive to the needs of other people? Does she respect other people, their opinions, their wishes? Will she be able to make the most of her own and her home's resources? Does she work well with other people? Does she show good judgment? Does she have the ability and the desire to help children? Does she have some knowledge of growing children's needs? If she doesn't would she be willing to spend some time acquiring it? There are, of course, additional devices which are often used—

interviews with other members of the family, references, and visits to the home. But the skill of the case worker in interviewing and her observations are of basic importance in choosing the day-care home.

Motive of the day-care mother

Although the motive of the day-care mother in seeking to care for a child is important, it is not always as deeply significant as the motive of a foster mother seeking the full-time care of a child—where a child becomes, in a large measure, her child. In day care the child still belongs to the real mother. The day-care mother merely supplements her care of the child.

During the war the motive was usually a real desire to contribute to the war effort coupled with a feeling on the part of the day-care mother that the thing she could do best was caring for children. These mothers were aware that their skills were in the field of child care and they preferred work demanding the use of these skills. They were also very conscious of the fact that caring for children was important work both from the point of view of the community and the country. The fine spirit of wanting to use their abilities for the benefit of children, although not a new attitude on the part of such women, was certainly more widespread, and represents one which the postwar community can ill afford to lose.

THE DAY-CARE MOTHER AS A MEMBER OF A TEAM

The ability to work with others is perhaps of even greater importance for the day-care mother than for the foster mother. The very nature of the job—the daily sharing with the real mother the care of her child—makes the ability to work with others of basic importance.

She must not only know how to share the daily responsibility with the mother but she must at the same time be able and willing to act as an extension of the agency administering the program. Moreover, she must be governed in her contacts with the child by the pattern of living he has experienced in his own home and continues to experience when under the care of his own mother.

For all of these reasons, the day-care mother should see her role clearly before undertaking the task. Unless she understands and is willing to accept this role, the experience may not be profitable or satisfactory for herself, the real mother, or the child.

Selecting the home

The actual process of selecting the day-care home, however, follows closely that of selecting the foster home for full-time care. An initial office interview is universally required. It gives the day-care mother an opportunity to express her interest in taking a child for day care, to become acquainted with the purpose of the agency, to learn what will be required of her in working with the agency and with the child's parents, to secure information regarding payment for service, and other aspects of the program.

The procedure of having the prospective day-care mother take responsibility for this initial contact with the case worker has not only proven more economical in terms of time and effort for the agency, but it also gives the prospective day-care mother more freedom in withdrawal than is usually possible when the agency makes the initial contact.

The number of home visits required to evaluate a home as a good home for children varies. In some instances it is possible to make a good evaluation of the potentialities of the day-care mother and the home in an office interview, plus a single visit to the home and interviews with references. Frequently, however, more than one home visit is necessary. The worker wants to see other members of the family who are at home during the day and who may, therefore, take part in the child's care. On the basis of all this interchange between the agency and the mother, a decision as to the use of the home is arrived at with both participating in it.

A look at two applications from day-care mothers

Two mothers wished to care for children in their homes. They applied at two different agencies. The first mother seemed to have the qualities which would make her home a desirable place for a child. The second mother could not be used. Both incidents occurred in a war-time program. They could have happened in any family day-care program.

Mrs. Martin came to the office to discuss working with the agency as a day-care mother. She was a very pretty, pleasant young woman of 25. During the interview she seemed natural and at ease. Her husband had been in military service for a year and she and their 3-year-old daughter Margaret lived on her \$80 allotment. She shared a duplex home with her mother.

Mrs. Martin needed extra money. She had thought of work in a factory, but she was reluctant to do so because she wanted to stay at home with Margaret. The day-care program would give her an opportunity to earn, yet permit her to be at home with her child. She had always liked children and had taken care of them since she was 15 years old. She particularly liked babies but thought she would take a child nearer Margaret's age. She felt that Margaret needed the companionship of a child her own age. Margaret had been used to playing with her cousins, but they had recently moved away and she missed them.

Margaret was a happy, healthy, energetic child. Mrs. Martin said that she let Margaret do things as she was ready to do them. She did not believe in forcing things on children before they were ready. Margaret had always been ready for new things somewhat earlier than the average child. Mrs. Martin did not worry about toilet training, and said she never had had any trouble with it. The child had an excellent appetite and had never had any eating problems.

Mrs. Martin was warm and affectionate in her relationships with Margaret. It was observed that whenever she disciplined her she was firm but natural and Margaret responded well. Margaret, she felt sure, would have no difficulty in sharing her mother with another child. But if she did show jealousy the mother said she would not make an issue of it. She would only try to reassure Margaret by showing her that she had a special place with her mother.

The day-care home was simply furnished, convenient and with plenty of space for rest and play. The grandmother, Mrs. Martin's mother, lived in the other half of the house. She was about 50 years of age, but appeared younger and seemed very fond of Margaret. She left the discipline of Margaret entirely to the mother.

All of Mrs. Martin's references considered her well qualified to care for children. One stated that Mrs. Martin "had a way with children" and that the children in the neighborhood liked her. Margaret was described as a nice child who played well with other children.



The day-care mother continues the practice of the real mother in reading to this little boy for a short time before he takes his afternoon nap.

Mrs. Martin seemed to understand what was required in working with the agency and she definitely wished to undertake the task of caring for a child in her home.

Mrs. Porter, another mother applying for the day care of children, presented a very different picture as a prospective day-care mother. She was a woman of 35 years, well groomed, smart in appearance and with a definite crisp manner. She said that she wished to care for 4 children in her home. Her own little girl, age 8, was in a girls' school in a city 200 miles away. The mother talked defensively about the advantages of the school and how good it was for children.

When the worker asked if the little girl was at home during vacations the mother explained that she was not. She had decided that it would be nice for her daughter to spend the summer months with her grandmother.

The mother was obviously tense and did not seem able to talk about her own child. Furthermore she showed no warmth or responsiveness when she talked about other children. Although the mother constantly emphasized the advantages of her home for children—the large yard, plenty of indoor space, good neighborhood—yet the worker had an uneasy feeling that she was not thinking of children but was deeply absorbed in some problem of her own. The worker could not determine the real motive for her request to care for children.

A neighbor, whom the mother gave as a reference, said she did not know the mother at all well. But she had become acquainted with the little girl who frequently came over when she was at home. The neighbor felt sorry for the youngster because the mother was continually “yelling” at her and the child appeared lonely and unhappy.

It was obvious from these initial contacts that Mrs. Porter was too tense to talk freely or to share the care of a child with the agency. At least for the present she would not be able either to give to a child the warmth and understanding he needed or to work with the agency and the child’s mother.

Environmental standards

Agencies sponsoring family day-care programs set up certain minimum environmental standards for family day-care homes. These environmental qualifications are more easily defined and determined than the more important and intangible qualities that make for a good day-care home. In general, they usually include such standards as the following:

1. The dwelling should conform to State and local fire and sanitary regulations.
2. Each member of the family should be in good health.
3. Sufficient play space and adequate play materials and equipment suitable to the ages of the children should be available both indoors and out.
4. The home should be near their own family home unless transportation can be provided.
5. Provisions should be available for rest.

6. Heating, ventilating, and lighting facilities should be adequate to protect the health of the children.
7. Proper provisions should be made for the care of perishable food and for refrigeration, especially for milk.

PLANNING FOR THE CARE OF THE CHILD

Counseling services

Counseling services for parents are an integral part of the family day-care program. Counseling is simply a way of giving the mother (or father) who is seeking day-time care for the child an opportunity to talk over and to think through with a case worker what day care will mean to the parent and the child. It includes a consideration of the need for care, the appropriateness of family day care as a means of meeting this need and how the parent and the agency will work together.

Case records of many agencies show the frequency with which talking over a problem with another person, in itself, helps the mother to see her situation in a new light and to recognize ways of meeting her problems. They show that counseling gives the parent an opportunity to weigh all sides of a question, to determine what is involved both in working and in using a day-care home, and, in the light of this knowledge, to arrive at a decision that is her own and which for her represents the best solution.

Agencies providing professional counseling service find that only approximately one-third of the parents who come actually decide to place their children in day care. But this does not mean two-thirds of the mothers change their minds. Rather it means that they do not come to ask for day care in the first place, but rather to clear their thinking on what they really want to do. Out of this exchange of ideas comes other arrangements which seem more suitable to meet their needs.

Discussion, the records show, reduces to a minimum unwise decisions rashly conceived in the face of an emergency with little realization of what is involved for the mother or her child. It also prevents repeated placements of the child and frequent changes in the mother's working arrangements. At the same time, its safeguards employers from a high rate of absenteeism and turn-over in employment.

If placement in a day-care home is finally decided on, the counselor discusses with the mother the agency's requirement of a

physical examination of the child before his entrance into the day-care home, and the way in which the agency will share with the mother and the day-care mother the responsibility for the care of the child.

The term "placement" as used by most agencies includes the actual choosing of a home for a particular child—after the agency has seen the child and from the mother knows something of his needs—and the preparation of the child for separation from his mother and his first day in the day-care home.

The following description of the first two interviews¹ with a mother by a case worker in the Cleveland Day-Care Office portrays the first steps in giving family day-care services.

Mrs. Thomas comes to the office with 2-year-old Tommy who is an attractive, blond-haired youngster, big boned and well developed in contrast to the mother who is slight and very thin. The father is overseas and has not seen Tommy since Tommy was 4 months old.

The mother's only experience away from Tommy was when she took a training course in a war plant. Her mother took care of Tommy then. It proved not to be a good plan. It was hard on both Tommy and her mother. Her mother is not well, and Tommy "needs a lot of watching," she explained.

The mother doesn't want Tommy brought up as she was in a household where there is always much quarreling. Her father drinks. Her mother is domineering, possessive, quarrelsome. She and her sister are planning to move into their own apartment because they just "can't take" their mother's domination any longer.

As far as Tommy is concerned, he is toilet trained, sleeps 12 hours a night, and naps before lunch. He eats well. Tommy, however, cannot be reasoned with. He gets "into everything." Mrs. Thomas is considering work because she wants to earn money for the furniture the family will need when Mr. Thomas returns.

Mrs. Thomas considers the day-care fee—\$1.50 per day for 8 to 10 hours care including meal and snacks—reasonable. She is anxious to find the "right kind" of day-care mother for Tommy—one "who will understand him." After considering all the factors, Mrs. Thomas finally decides that family day care will best meet Tommy's needs. He is not ready as yet for group experience in a nursery school.

The medical requirements are discussed with Mrs. Thomas and

¹This case study has been briefed from one reported by Mrs. Margaret A. Golton in an article entitled *Family Day Care: What It Means for the Parent*. *The Family*, 1945, 26, 54-60 (April).

she is given the medical form to be filled out by her physician. The time for the second appointment is set.

The second interview focuses on the more specific aspects of day care as it relates to the child, the mother, the day-care mother, and the day-care agency. The mother is prepared for the fact that Tommy may protest at being left with a stranger, that there may be a break-down in his eating and sleeping and toilet habits until the strangeness of the experience wears off.

The advantage of starting the day-care plan gradually is explained to Mrs. Thomas, that is, leaving Tommy in the day-care home for a short period of time at first so that he knows that although his mother leaves him she always comes back for him. The case worker suggests that the mother allow Tommy to take with him his favorite toys and any other object in which he has found security.

When the agency selects the home to recommend, the intake consultant contacts the day-care mother to make certain that she is available and interested. Arrangements are then made for the mother to interview the day-care mother.

Tommy's mother is told that the day-care consultant will visit the day-care home within the first two weeks after Tommy is there and approximately once a month thereafter. She also understands that the day-care consultant will want to talk with her within the first two weeks that the plan is in effect and at least once a month as long as the child is in the day-care home. The mother is told that these continuing contacts with the consultant are an integral part of the day-care service. An appointment for the first follow-up conference is made at the end of the second interview. Now Tommy and his mother are ready for the next step, entrance into the day-care home.

Like the Cleveland Day Care Office some day-care agencies make an appointment for the mother and child to go to the family day-care home. Others find it more satisfactory for the worker to go with the mother, since it is at this time that many of the arrangements between the agency, the mother, and the day-care mother are finally reviewed and agreed upon.

This preliminary visit to the day-care home is also used to help the child become acquainted with the day-care mother and with any other children who are in the home. He is told that this is the place where he will come again and that he will stay all day until his mother calls for him in the evening.

A second visit to the home is sometimes necessary if the child or his mother show signs of insecurity. Such visits help the mother as well as the child to adjust to the separation. For ex-

ample, one mother was afraid her 18-month-old boy might be hurt in playing with a 3-year-old child in the home. However, after watching the children play together, she was able to leave him without anxiety.

SHARING THE CARE OF THE CHILD IN THE DAY-CARE HOME

After the child is in the day-care home, does the agency's responsibility end? Agencies which have had long experience with family day-care programs would answer this question with an emphatic "No."

Planning with the mother and the day-care mother

Agencies have done a great deal of experimentation with services to parents. During the early part of the war, many agencies following the placement of the child did not share the responsibility for the care of the child with the mother unless she felt she needed help. As a result, the mother came to the agency only under the stress of a crisis.

As day-care programs progressed, mothers subjected to the three-fold strain of carrying a job, managing their households, and attempting to meet the needs of their children, found that often the children were crowded out by the other pressures on their time. Children very soon showed the effects of this deprivation, particularly because it came at a time when they were faced by the necessity for making many adjustments.

Agencies soon realized also that they could not place on the mother the full burden of recognizing the signs of disturbance in the child, the significance of her own feelings in relation to the child, and the situations in which she needed help. They also recognized that they were not carrying their share of the responsibility in regard to the child or the mother when the contracts with the mother and the day-care mother were left purely to the hazards of chance. This necessity for sharing was not related to either the adequacy or inadequacy of the parent. It was essential if the agency, the mother, or the day-care mother were to do an intelligent job of caring for the child.

One of the most satisfactory ways agencies have of sharing the responsibility for the care of the child with the mother are regular

conferences, usually monthly although they may be more frequent if either desires it. Regular conferences with the mother not only emphasize the importance of joint thinking on the child's progress and the methods to be used in meeting problems but are extremely valuable because they give the mother a chance to think through fundamental issues relating to care or adjustment in the child's life. During these scheduled conferences mothers are more likely to see or at least express the relation between their own conflicts or anxieties and the child's behavior.

Outstanding in the picture of family day care has been a lack of knowledge on the part of mothers of the basic needs of growing children and a sense of inadequacy in their role as a parent. Unfortunately few communities assume responsibility for providing parents with guidance in child rearing—a lack which became glaring under the stress of the war emergency. In many communities the day-care program presented to mothers their first opportunity to learn how to care for their children.

The success of the family day-care program depends to a great extent on an understanding on the part of the mother and the day-care mother of their different roles. The agency has a direct

These children, members of the same family, are being cared for in the same family day-care home in the neighborhood in which they have always lived.



responsibility for helping each to accept and maintain these roles.

The mother's fear of being replaced in her child's affection by someone who gives him daily care and attention is more prevalent in family day care than in other forms of day care.

Experience is showing increasingly, however, that this is not necessarily a characteristic of family day care. In group care, where the person in charge of the group has a close personal relationship with the children and is conscious of their individual needs, the mother is also faced with what she considers a rival for the child's affection.

The day-care mother who understands her role and that of the mother in the child's life need not present a threat to the mother—not if good plans are made for the two of them to share the child's care.

If the day-care mother understands the difference between giving a mother's care to a child and displacing her in the child's affection, the fear of displacement on the part of the mother is greatly reduced or eliminated.

On the other hand if the mother is conscious of the emotional significance to the child of maintaining her role, she will keep the responsibility for such high points in the child's day as bathing, giving him some of his meals, being with him when he is ill, playing with him, enjoying him. Because the working mother has so little time with her child, she will make the most of it. She will not turn over to the day-care mother the activities most closely associated with her child's security in her. She will keep responsibility for many of these intimate experiences that are fundamental in expressing affection.

The relationship between the case worker, the mother and the day-care mother is a three-way relationship—each having something to contribute. The case worker contributes her skill and knowledge in the methods of child care and training, her understanding of human behavior, and her ability to help people to work together. The mother contributes her intimate knowledge of the experiences and attitudes of both herself and her child, the methods she uses with the child, and her goals for him. The day-care mother contributes her observation and experiences with the child in this new setting—the day-care home. She sees the child from the vantage point of a new and objective person even while she has a warm and intimate relationship with him. The three of them—case worker, mother, day-care mother—pool their knowledge for the care of the child, the case worker acting as a catalyst.

Thus, the case worker, the mother, and the day-care mother

share the care of the child. No one of them can function independently of the other.

The child's care during the daytime must be planned with regard to his total day. Neither the mother nor the agency can understand the significance of the child's behavior and the strains back of his reactions without knowing what happens both in his own home and in the day-care home. Of course, some of the day-to-day sharing of information takes place between the mother and the day-care mother, but the case worker carries the responsibility for working with them to assure the child's optimum growth and development, to help in the solution of basic problems which may have their roots in the home, and to deal with various requirements of the family day-care program.

Again we use an incident from a war-time program. But Mrs. Austin is typical of many mothers who have found new satisfactions in their role as a mother through a family day-care program.

Mrs. Austin had been married only 17 days when her husband was sent overseas. During her pregnancy and after the birth of Janey she lived on her allotment—and got into debt. Now that Janey was 8 months old, she wished to place her in family day care so that she might go to work to pay some of her outstanding bills.

Mrs. Austin was a very attractive woman who showed a great deal of warmth and interest in her baby. She was worried over what separation from the baby would mean to both of them. She was sure that if Janey became ill, she could not let anyone else care for her.

A family day-care home with a motherly middle-aged woman was selected and at first things seemed to go very well. Then the mother began leaving Janey in the day-care home for longer hours, calling for her at 7 p. m. instead of 5 p. m. week days and not until 4 p. m. on Saturday instead of at noon as she had agreed to do. Janey began to show the effects of strain. She developed temper tantrums and had difficulty in eating. When she actually became ill with a cold, the mother asked the day-care mother to keep her until she was well, saying that she did not know how to care for her. The day-care mother felt that she could not refuse to do this because she realized how hard it was for a young mother whose husband was overseas to carry so many responsibilities.

It was at this time that the agency started the practice of regular conferences with the mothers. The case worker found that Mrs. Austin had become discouraged. Janey, who by this time was 18 months of age, was a very strong-willed child. Mrs. Austin, not knowing how to manage her, had resorted to punishment although she admitted that Janey did not really sense its meaning. The

worker pointed out that children respond to affection and approval from those they love and, for this reason, punishment sometimes defeats itself. This seemed to have special meaning for the mother, although she said that "it was hard to do what you should when you were tired and nervous." Janey was "into everything. She takes food out of the ice box and puts her toys in." Sunday mornings are worst, the mother said. Then she has so much to do and Janey persists in hanging on to her and whining and being underfoot. The worker asked the mother if she had ever tried encouraging Janey to feel that she was helping her in doing such tasks as dusting the furniture, making her "very own pies." Mrs. Austin had not thought of doing this. A few weeks later she reported enthusiastically on how well it worked.

The worker encouraged the mother by pointing out how much she was accomplishing under very difficult conditions. The worker continually shared with the mother what she knew about the behavior of children 2 and 3 years old. Mrs. Austin was greatly interested and felt reassured when she realized that many of the things Janey did were typical of children her age.

About this time, Janey again had a bad cold. This time Mrs. Austin arranged to stay home to care for her. No longer did she leave Janey for long hours in the day-care home. She also told the worker that she realized, more than she ever had, how much she was missing by being away from Janey. She was considering staying home during the summer to have more time with her youngster. She was a little worried because she felt that she "gives in" too much to Janey because she "loves her more." Could this be bad for Janey? The worker reassured her, pointing out that Janey had developed into an unusually alert, vivacious, affectionate child, with a twinkle in her eyes and a decided sense of humor.

Mrs. Austin was anxious about her husband. She did not hear from him for long periods at a time, sometimes for as much as four months. She wrote three times a week and sent snapshots of herself and the baby. She thought that her husband was completely discouraged. A promised leave had been canceled and he had written that he doubted whether he would ever get home.

But finally, when at last her husband was granted leave, Mrs. Austin was panicky. She feared that they would be unable to bridge the gap of three years. She had changed and she knew he must have changed, too. She wondered if he would like Janey and the way she had reared her. The worker pointed out that the very fact that she was aware of these things would help her to meet them.

Then a wire came saying that her husband was going to stop



These children are enjoying the sand pile in a corner of the yard of the family day-care home. Play space and materials are available indoors and out.

off to see his mother for a week before coming home. This was a great disappointment. She had hoped that her husband would come home before doing anything else. She said she felt like "giving up."

A short time later, Mrs. Austin, radiant with happiness, came into the agency office to say that the reason that her husband had not written to her and had delayed his return home was because he, too, was afraid of what he would find. He knew other soldiers whose wives had gone out with other men and he was afraid that she had done the same. But everything was all right now.

Her husband was proud of the way she had managed both the home and Janey. He was delighted with the care Janey was receiving in the day-care home and personally thanked the case worker for helping his wife and for sustaining her courage in his absence.

After her husband had returned to camp, Mrs. Austin said that although parting was difficult, they both felt better able to "carry on." Later, Mrs. Austin decided to make a change in her work and to move to better living quarters.

Janey was now three years old and the day-care mother was

ill. The mother wanted to discuss with the case worker the possibility of transferring Janey to a group-care center. Mrs. Austin had written to her husband about her plans and was both surprised and annoyed that he was greatly upset. He said that he had been able to visualize what she and Janey were doing through the day. But if she changed her plans all this would be changed.

At first Mrs. Austin resented his resistance to her plan. She reminded her husband that he knew that she managed well and should, therefore, trust her judgment. But in talking to the worker, she came to understand the real meaning of the father's attitude. Her husband, too, must share in the planning. Soon he would be coming home to stay. She must learn to share this responsibility which she had carried for so long.

Thus, through the consistent sharing of the responsibility for the child's care with the worker, the mother had received much more than care for her child. She had gained knowledge and insight into "mothercraft" and in her ability to accept her role as a wife and a mother.

Using the home

The selection of the day-care home is only a beginning step in providing family day-care service. It is the use of the home which finally determines its value. Family day-care programs are successful only when the agency, the child's parents, and the day-care mother and her family work together.

The major method used by agencies in helping the day-care mother to make the best use of her resources in the care of the child is regularly planned visits to the day-care home for the purpose of observation and exchange of information. These are supplemented by the continual exchange of information and suggestions between the mother and the day-care mother.

The relationship between the day-care mother, the case worker, the mother and the child in family day care is similar to the relationship of the person in charge of group care, the case worker, the parent, and the child in group care. The teacher has the direct and daily care of the child and her contacts with the mother are related to the child's day-to-day achievements and problems.

The day-care mother likewise has the direct daily care of the child and daily contacts with the mother. The case worker in her relationship with the mother and day-care mother, carries responsibility for matters relating to the program such as hours of care, regularity of attendance and fees, and the general use of the

service. She also carries responsibility for working out with the mother the more serious difficulties that interfere with the child's use of the day-care home.

The day-care mother, however, has in many respects a different function from the person in charge of group care and therefore needs a different kind of help from the case worker. What the day-care mother does for the child is largely identical with the mother's care, but at the same time she must keep her identity as a person who likes and cares for him, who is different from his mother. All that she does must be in harmony with the mother's methods of care. Although the child's ability to adjust to the home depends primarily on the security and emotional support he has from his own mother, his security is enhanced if the same cycle of events in the child's day and similar ways of handling situations are used in the day-care home and the child's home.

Most day-care mothers operating in this complex situation value an opportunity to talk with a person experienced in the care of children outside their own homes. The day-care mother often has no training in the development of children. She is selected for her qualities of personality, experience, and interest. Frequently she needs help in understanding both the significance of unusual behavior in the child and the methods of helping the child.

Often the day-care mother may question her own methods of caring for the child—she may be concerned about the mother's ways of handling the child which differ from her own. Or she may want help on working out certain problems with the mother.

The frequency of the case worker's visits to the day-care home has changed as agencies have seen their role more clearly in the three-way responsibility for children (parent—day-care mother—agency). Many agencies started with the practice of visiting the home once every three months, or whenever a crisis arose. Now most agencies visit the day-care home every two or three weeks depending on the progress of the child in the home and on the needs of the day-care mother.

Group meetings of day-care mothers, in addition to the regular visits to the day-care home, are held by many family day-care agencies. Their purpose is to discuss common problems and information on specific subjects related to the care of children. At these meetings a psychiatrist may discuss the meaning of behavior; a pediatrician, health care; a person skilled in child development, the growth of children; or the day-care mothers themselves may exchange ideas out of their own experience.

Some agencies have worked out variations of this plan. For example, the family day-care agency in Philadelphia arranges

joint meetings of the day-care mothers and the real mothers to discuss the care of the children and general problems arising in their joint care of the child. A preservice training course was given to day-care mothers (including own mothers and prospective day-care mothers) by the Stratford Council for Foster Day Care, Stratford, Conn., in its war-time program. The course covered such subjects as the emotional needs of children, constructive play, and problems of health, nutrition, and safety.

In the Montclair, N. J., family day-care program, meetings were held regularly for mothers and for day-care mothers. The purpose of the meetings held with the day-care mothers was "to discuss problems that are common to the experience of caring for children that are theirs but not theirs." It was felt they needed the satisfaction "that comes with being associated with each other and the agency in a common professional task. Their job is not just to be good parents to the child, but also to allow the child's father and mother to be good parents."

SAFEGUARDING THE HEALTH OF THE CHILD

All children need continuous health supervision. But it is especially important for babies and young children who are away from their mother's care for a substantial part of every day. Of course, the primary responsibility for the child's health always remains with the mother. Under the family day-care program, plans are made to reinforce and strengthen, not replace, the general health supervision the children have been receiving through arrangements made by their parents. Babies who have been taken regularly to child-health conferences are continued there by the day-care mother. Provisions are also made for babies who have been under the supervision of the family physician or pediatrician to continue to receive this care.

But even though the primary responsibility is the mothers', the agency must also assume some responsibility for children in the family day-care program. Obviously the agency must know that the child is in good health at the time he enters the day-care home and that he continues to receive adequate health supervision and medical care after he is placed.

For these reasons, it is necessary for the agency to have the part-time services of a physician, preferably a pediatrician, to give the child an initial physical examination, especially when mothers do not have the child under the care of a physician, and to be avail-

able in case of emergency or illness if the child's own physician cannot be reached.

In agencies where professionally trained case-workers are available, the worker assumes the responsibility for following the child's health on a day-to-day basis with the family day-care mother in consultation with and under the direction of a physician and perhaps with the use of the services of a public health nurse. The physical examination of all children by a physician is essential at least twice a year.

TERMINATION OF SERVICE

Family day care is by its very nature a short-time service, when compared with full-time family care. Mothers go to work primarily as a means of solving some family or personal problem and terminate work when this is achieved.

The fact that the child in family day care still remains a member of his own family means that the service is frequently terminated by changes that come about in family life such as movement to a different community or changes in the composition and plans of the family itself. Relatives may come to live with the family, or an illness may change the family's way of living. As the child moves from babyhood into childhood, he may reach an age when he would benefit by a different kind of care, such as group care, and transfers to it.

Agencies giving family day-care services before the war report that in a few instances children have actually "grown up" in family day care. But these are unusual situations. As a rule in such instance the mother is the only living parent and therefore the breadwinner.

Leaving family day care, or the termination of service, needs as careful consideration as does entrance into the day-care home. The reason for his leaving, particularly if he is moving on to a group experience, may be related to the child's need. Other reasons such as the family moving or relatives coming into the home or the mother discontinuing work, may have little or no relation to the child's needs. Perhaps the child has established ties with the day-care mother and with other children in the day-care home and, especially if he is older, has made friends in the neighborhood. Therefore, in leaving the day-care home, there should be some preparation for his gradual separation from the home and this preparation should be shared with the child, his own mother and the day-care mother.

More experimentation is needed in methods of helping children adjust to leaving one life experience and entering into the next. In some group day-care services, careful preparation is made around the child's leaving, usually with a party which the child's parents attend and in planning which both the child and the parent have participated. Some day-care mothers, with older children, have had a farewell party of neighborhood friends or a festive family dinner with the mother as a guest. When the family remains in the neighborhood, the separation is not such a sharp one.

Termination of the day-care service also means new adjustments for the mother, particularly when she stops work and resumes full time care of the child. The case worker and the mother discuss how her new plans for herself and for the child may advance the gains the child and the mother made under the family day-care program. Usually, too, the value of the day-care experience is reviewed and evaluated.

FINANCIAL ARRANGEMENT FOR FAMILY DAY CARE

One of the great handicaps of family day care during the war period was the lack of funds for its administration. The Federal Works Agency stipulated that Federal funds were to be made available for group-care facilities only and that they could not be used for family day care. This meant that with few exceptions the administrative cost of the program was entirely a local responsibility and that unless the parent could meet the cost of actual care the service could not be made available.

Usually the cost of care was paid by the parent directly to the day-care mother. The reasons for this practice varied. Many times it grew up because of the lack of staff to handle it otherwise. Often it was based on the belief that when parents are financially able to pay for the care of the child the payment of money should be an "independent arrangement."

In some instances this practice was followed because agencies had not yet had sufficient experience to evaluate the relative values of direct versus indirect payment for care. In many instances when agencies were first being established and when lists of licensed homes were given to parents in lieu of a real family day-care service, the setting of the rate for care was left largely to the day-care mother. This resulted in inconsistencies in rates ranging from a few dollars per month charged by a neighbor or friend to

exorbitant rates ranging as high as \$75 to \$100 in congested areas where care was in great demand.

When a well rounded family day-care program was set up and an agency assumed the responsibility for rates charged by the day-care mother, they became stabilized.

Where agencies did assume responsibility for the rate, the costs of family day care were controlled largely through an interpretation to day-care mothers of the need for a basic rate and through the setting of a scale of payment in consultation with them. In San Diego, California, for example, a congested war area, large numbers of women were providing care under a licensing program, some reaching exorbitant rates. The county welfare department in developing the family day-care program was able to establish a fair basic rate through interpreting the reason for such a rate to day-care mothers and through securing the cooperation of other agencies. Within a period of a few months, rates were brought down to a level considered reasonable for the area even though the day-care mothers undoubtedly could have obtained their previous exorbitant demands.

In several places the family day-care agency used the unique but sound method of bringing together the mothers and the day-care mothers in a group to determine rates that both considered fair.

As it worked out, rates for family day care during the war period were higher than rates for other comparable forms of care of children outside their homes although the amount charged was still usually not commensurate with the services given or the facilities used. Family day-care rates usually ranged from \$1.25 to \$2 per day.

In Cleveland the Emergency Day-Care Office developed the schedule of fees shown on page 37, which was interpreted to both parents and foster parents.

Toward the end of the war, a number of agencies sponsoring family day-care programs recognized the desirability of the parent making payment to the agency with the agency assuming responsibility for paying the day-care mother. The agency, as in any service giving direct care, should be responsible for receiving payment from the real parents and for making payments to the day-care mother for the child's care.

Experience with family day care reveals again the emotional significance often attached to payment for care, a fact which has been recognized for many years by agencies providing full-time care for children. Payments for care are so frequently associated with emotional reactions and with problems involving parental

responsibility, that they frequently became too complicated for the day-care mother to handle.

When the agency fails to assume the responsibility for the financial arrangements it places on the day-care mother a function which is frequently beyond her ability to carry. For example: A young mother, married only a few weeks before the father went overseas, placed her 18 months old baby in a day-care home in order to go to work. Arrangements were made with the day-care mother concerning hours of care and fee. Soon, however, the mother began bringing the baby earlier in the morning and calling for him later in the evening. Then she asked the day-care mother to do the child's laundry without offering to make any additional payment.

The day-care mother "didn't have the heart" to ask the mother for more money. The worker pointed out that the mother could well afford to pay for the care of her child, and that she needed to learn to weigh the value of the child's care in relation to other interests to which she gave time and effort.

The day-care mother discussed with the mother the cost in relation to the service she gave. The latter's recognition of the value of the care given by the day-care mother resulted in her putting greater value on the care she herself gave her baby. Eventually the mother shortened the hours of family day care because she "wanted to have more time with her baby."

TRAINED WORKERS ESSENTIAL

Through the years every experience with family day care, whether good or bad, has pointed to the fact that a complete well-rounded program of family day care requires a well-trained and competent staff. The failures in the past have been largely because a competent staff was not used. Conversely, successful programs have been those with professionally trained people—people with a background of training in a school of social work, with experience in case-work skills. The selection and use of homes for family day care also requires some experience in foster care.

The tragedies that result from inadequate or incompetent workers present unhappy experiences for the child, the mother, and the day-care mother. Frequent replacements or changes of children from one home to another—changes which each time lessen the child's chances of being able to form new relationships—are one of the inevitable results when incompetent workers are used. Day-care mothers who do not have a professional person

with whom they can discuss problems arising in the care of children often become discouraged, consider themselves failures, and drop out of the program.

The need for staff with good professional background and experience is accentuated because for many workers a family day-care program is a new program—a program requiring new ways of meeting children's needs, new procedures, new adaptations, new concepts. A program new to a community must have staff who have the kind of convictions about the needs of children that are built on both knowledge and creative experience if they are to maintain the essentials of good care.

In some instances when a full professionally trained and experienced staff could not be obtained, social agencies, as a next best arrangement, have employed a competent supervisor who used various methods of giving untrained or inexperienced staff the background they lacked until a fully competent staff could be secured.

PATTERNS OF ORGANIZATION

Family day care has been administered in various ways such as an extension of a community foster-care program, as a part of a community counseling service for employed mothers, as a part of a day-care program offering both group and family day care, and as a separate program apart from any other service. During the war the tendency to combine family day care with some other form of services to children resulted in part from the size of the program and from the emergency need which many thought of as temporary. The success of the service, however, regardless of the administrative set-up, depended and still depends largely on two factors:

1. That the identity of the service be kept intact.—A few communities have explored the services already established and fashioned their programs accordingly, evolving any adaptations necessary to meet current conditions. Many communities have followed the pattern of the State licensing programs—that of studying and approving families which requested a license to give full time or daytime care, the mother placing the child without the service of the agency. They have recruited homes, maintained a list of those approved for the care of children, and offered this list to mothers in search of day-care facilities. These homes are also licensed by State agencies or certified by the local agency.

In some communities this service of providing a list of approved homes was set up as part of the counseling service for employed mothers or for those seeking employment. In only a very few instances did this "part of a program" develop into a well-rounded family day-care program.

In other communities the child-welfare agency providing full-time foster care has expanded its service to include care in families during the day. Obviously the techniques involved in full-time placement and in foster-home selection are similar to those used in the placement of children for daytime care. Such plans are usually based on the concept of family day care as a part of a broad program of care for children away from their families. In agencies that have not previously given family day care the unique characteristics of family day care are not recognized and it becomes a "side line" of the foster-care programs. This is a hazard in all agencies taking on family day care as a part of another program.

2. That the full-time and attention of the workers is given to the service.—Experience in the field of case work has shown fairly consistently that rarely can a worker carry multiple functions and do a creative job in each of them.

It is well recognized in case work that the field is the laboratory for new developments. One of the methods of discovering new "truths" concerning needs and the meeting of needs is through cumulative experience. If a worker has only a few cases of family day care interspersed with other agency functions, she has no way of building up a comprehensive picture—or of seeing the recurrent and consistent features of the service. Programs in which there has not been the full concentration of a professionally trained staff have lacked depth and few constructive methods in giving the service have developed.

NOW FOR THE FUTURE

Family day care is now, only about 20 years old. During the war years much was learned about the desirable methods and inherent difficulties of this type of care. But what of the future?

There should be a great growth in the number of family day-care programs sponsored by communities. Just as in wartime, communities in peacetime are faced by the task of providing care for children outside their own homes during the day—and the family day-care program as an integral part of a well-rounded

community program of services for children has a real place and much to offer.

Family day care emphasizes the pooling of knowledge and the sharing of responsibility by the mother, the day-care mother and the agency to the end that the child may receive the care he needs. Such sharing of the care of the child will continue to have great potentialities for growth on the part of all concerned.

The history of the last few years has shown that the licensing of homes alone—a function of the State—cannot guarantee good care for children.

Licensing of the home is an attempt by the State to reduce the hazards which exist when parents select homes independently. Although licensing does serve to rule out flagrant dangers such as overcrowding, unsanitary conditions, fire hazards, it cannot guarantee good care for children. It cannot assure that the day-care mother understands her role in providing care for the child. Usually it does not provide for any responsibility on the part of the agency for the kind of care the child receives. When used for day-care homes, licensing should under no circumstances be considered the equivalent of a family day-care program.

Family day care as a community service highlights the fact that most mothers want a source from which they may learn more about the needs of children and how to meet them. Through the trained worker they can gain in knowledge, in information, and in confidence. All of these lead mothers to a greater enjoyment of their children. Mothers both need and welcome—and perhaps in the future will demand—a chance to learn more about “mother craft.” Family day care points the way for a new expression of community responsibility for children.

FEE SCHEDULE FOR FAMILY DAY CARE

Age of child	Number of hours	Usual fee	Mother brings and calls for child at specified time, also	Day-care mother provides supervision and care, also—	Day-care mother provides under extraordinary circumstances
Up to 1 year	9 to 10 hours	\$1.50 day	Provides formula and rationed foods.	Tomato and/or orange juice. Rinses soiled diapers.	Extra time on basis of 25 cents per hour.
1 to 2 years	9 to 10 hours	\$1.50 day	Provides necessary ration points.	Noon day main meal. Midmorning and mid-afternoon snacks.	Extra time on basis of 25 cents per hour. Breakfast. Supper.
2 to 5 years	9 to 10 hours	\$1.25 to \$1.50 day	Provides necessary ration points.	Noon day main meal. Midmorning and mid-afternoon snacks.	Extra time on basis of 25 cents per hour. Breakfast. Supper.
5 years and up.	9 to 10 hours	75 cents to \$1 during school days. \$1.25 Saturday full day care.	Provides necessary ration points.	Noon day main meal. Mid-afternoon snack.	Extra time on basis of 25 cents per hour. Breakfast. Supper.

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